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AUTHOR	Shenker, Joseph; And Others
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ABSTRACT

Drawing from visits to all 19 two-year colleges in New Jersey and meetings with trustees, faculty, administrators, students, and other interested citizens, this report presents a series of recommendations for ensuring the future health and vitality of the state's county community colleges. First, introductory information is presented on the formation, work, and composition of the panel created to study the colleges. Subsequent chapters provide background and recommendations concerning: (1) the fundamental services comprising the colleges' mission; (2) the governance structure of the county community colleges; (3) state appropriations to the colleges and the current funding formula; (4) student characteristics and satisfaction, and the need to improve the representation of disadvantaged and minority students at the college; (5) remedial education; (6) liberal arts and humanities education; (7) student retention/attrition; (8) the role of the colleges in the economic development of New Jersey; (9) faculty issues (e.g., professional stagnation, faculty characteristics, and adjunct faculty); (10) regionalization of high-cost, specialized, and low-enrollment programs; and institutional cooperation; (11) program articulation with four-year colleges; and (12) capital renewal. Finally, the charge to the panel examining the major educational issues pertinent to the future health and vitality of the county community colleges is presented. Appendices provide background on the development of community colleges in New Jersey; enrollment, revenue, expenditures, and faculty data; papers studied by the panel; and 1979 commission recommendations on "Excellence and the Open Door." (EJV)

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BUILDING PARTNERSHIPS:

THE OPPORTUNITIES AHEAD

The Report of the Panel on the

Future Health and Vitality

of the County Community Colleges

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BUILDING PARTNERSHIPS:

THE OPPORTUNITIES AHEAD

State of New Jersey
DEPARTMENT OF HIGHER EDUCATION
225 WEST STATE STREET
CN 542
TRENTON, NEW JERSEY 08625

PANEL STUDY ON FUTURE HEALTH
AND VITALITY OF COUNTY
COMMUNITY COLLEGES

Panel
Joseph Shenker, Co-Chair
Joshua L. Smith, Co-Chair
Alfredo G. de los Santos, Jr.
Harold L. Hodgkinson
Richard C. Richardson
Brunetta Reid Wolfman

Department Staff
Narcisa A. Polonio Jones
Director, Office of
Community Colleges

Dear Chancellor Hollander:

We are pleased to transmit to you the report on the future health and vitality of the county community colleges in fulfillment of the charge given by the Board of Higher Education. In the course of our study, we were afforded every opportunity to meet with representatives from the county community college sector. As part of our effort, members of the panel visited all nineteen institutions and met with trustees, faculty, administrators, students and other interested citizens.

We found nineteen institutions which are at various stages of development, representing significant progress in the establishment of a statewide system of community colleges. New Jersey can be proud of having some outstanding community colleges. A solid foundation has been laid which can sustain future growth and development. Given such a foundation, a concerted effort among all parties in a spirit of partnership will ensure that New Jersey's county community colleges will continue to flourish.

Of all our recommendations, we regard those addressed to the issues of finance and governance most critical. A strong partnership can be established if some of the issues surrounding finance and governance which have plagued the sector are resolved. We strongly believe that the 43 percent funding provision has created divisiveness and distrust. This issue must be resolved.

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We also believe that certain issues of governance must be examined and steps must be taken to strengthen the boards of trustees. A board of trustees whose leadership is based on integrity and autonomy is essential for an environment in which quality programs can be developed and administrative responsibilities can be sustained. The high incidence of turnover in the presidencies is cause for grave concern about the adverse consequences of prolonged instability. However, an opportunity exists now to select carefully the new leadership appropriate to this more mature stage of institutional development.

Additionally, we believe the crucial need for unity and for access to programs of quality may be well served by fostering regionalization of programs, services and facilities.

These issues must be dealt with swiftly and determinedly so that the county community colleges can go on with the business of education and planning for the future. We are confident that you and the Board of Higher Education will continue to provide leadership in promoting system-wide excellence and accountability in the interest of all county community college students.

We are confident that the boards of trustees and presidents will consider this report as they evaluate the status of their institutions and plan for the future. We encourage each institution to create study groups with campus-wide representation to study this report. Only through greater knowledge and understanding of the colleges' achievements and problems will solutions emerge. We see this as a critical and necessary process for the continued growth and development of the colleges.

In closing, we want to express our sincere thanks to our colleagues on the panel for their diligent efforts and to the staff of the Office of Community Colleges for their assistance. We faced a very complex task, which was greatly facilitated by the willingness of many individuals to share information and ideas with us. We hope that this spirit of cooperation will set a precedent for a new partnership to assure the future health and vitality of the county community colleges for the benefit of the people of New Jersey.

Joseph Shenker
Co-Chair

Joshua L. Smith
Co-Chair

PANEL ON THE STUDY OF THE MAJOR EDUCATIONAL ISSUES
PERTINENT TO THE FUTURE HEALTH AND VITALITY
OF THE COUNTY COMMUNITY COLLEGES

Joseph Shenker, Co-chair - President, Fiorello H. LaGuardia Community College in New York City. Dr.Shenker, who served as interim president of several institutions in the City University of New York system, is the founding president of LaGuardia Community College in New York City. Dr. Shenker holds degrees from Columbia University and Hunter College. In 1986, he served as Chairman, Presidential Seminars on Quality Issues in Higher Education, convened by the Association of Colleges and Universities of the State of New York. In addition to his many professional activities, he is now working with the New York City Board of Education to improve the quality of public education.

Joshua L. Smith, Co-chair - Chancellor, California Community Colleges. Dr.Smith,formerly president of the Borough of Manhattan Community College, also served as Dean of the School of Education at City University in New York. Prior to that, he was a program officer in the Education Division of the Ford Foundation. Dr. Smith received his education at Boston University and the Harvard Graduate School of Education. In June 1986, he completed his term as chairperson of the American Association of Community and Junior Colleges.

Alfredo G. de los Santos Jr. - Vice Chancellor for Educational Development, Maricopa County Community College District in Arizona. Dr. de los Santos was the founding president of El Paso Community College and served as dean of instruction at Northhampton County Community College. He holds two associate degrees from junior/community colleges as well as the B.A., M.L.S., and Ph.D. from the University of Texas at Austin. Dr. de los Santos serves as a member of the Board of the Tomas Rivera Center of the National Hispanic Policy Institute of Claremont University, which was recently involved in the assessment and evaluation of the California State Plan for Higher Education.

Harold L. Hodgkinson - Senior Fellow at the American Council on Education, Washington, D.C., and director of eight major research projects including those for the Exxon, Ford, and Atlantic Richfield Foundations. A noted author and policy analyst, Dr. Hodgkinson was educated at the University of Minnesota and Wesleyan College and received his doctorate from Harvard University.

Richard C. Richardson - Professor of Educational Leadership and Policy Studies and Associate Director of the National Center for Post-Secondary Governance and Finance, Arizona State University. Dr. Richardson was the founding president of Northhampton County Community College and a founding dean of the St. Louis Community College District. He has participated in statewide studies of the community college systems in South Carolina, Connecticut, New Mexico and California. He is a noted author and educational researcher, and his current research is entitled "Improving Degree Opportunities for Minority Students." Dr. Richardson was educated at Castleton State College (Vermont) and Michigan State University. He received his Ph.D. from the University of Texas at Austin.

Brunetta Reid Wolfman - President, Roxbury Community College, Roxbury, Massachusetts. Dr. Wolfman served as Director of Policy Planning and Development in the Massachusetts Department of Education. She was Academic Dean at Wheelock College and Assistant Dean of Faculty of Arts and Sciences at Dartmouth College. She was educated at the University of California, Berkeley, where she earned the B.A., M.A., and Ph.D. degrees. Dr. Wolfman has been awarded honorary degrees from Suffolk University, Stone Hill College, Regis College, Northeastern University, and Boston University.

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BUILDING PARTNERSHIPS: The Opportunities Ahead

INTRODUCTION

The county community colleges have made great gains in the last two decades. Today there are seventeen community colleges and two commissions in New Jersey, with a combined enrollment of over 107,000 students. We were charged by the Board of Higher Education to study the future health and vitality of these institutions. We conclude that, to continue to flourish, the county community colleges and the state must work together to provide improved educational opportunities. The Governor has been straightforward in asking the leaders of county community colleges to respond vigorously and thoughtfully to the challenge framed in his "State of the State" message: (January 1987)

> "I believe in their ability to position the colleges for an even more productive third decade. I want to hear what they plan to do next to help build our productivity, to improve the basic educational level of our people, and to increase the quality of the cultural life in New Jersey. I want to hear from the Board of Higher Education how we can renew our partnership with these colleges in the coming decade."

The challenges for the county community colleges are many. Rapid demographic and societal changes are altering the composition of student bodies, bringing new urgency to the need to provide access to programs meeting standards of excellence for all students. Colleges must supplement academic programs with occupational programs. The liberal arts, remedial programs, and counseling and support services all need to be strengthened. Retention rates must be improved. Closer ties with elementary and secondary schools are necessary. The colleges have a crucial role to play in reversing the decline in enrollments of black and Hispanic students, and they should be full partners in the effort to train the unemployed, retrain the underemployed, and foster economic development.

During our study, we found an excessive amount of energy being spent in dealing with dissonance and not enough on the business of education. This imbalance is debilitating and fosters an environment where attention is focused on problems, not on solutions. Attention must be redirected towards finding cooperative solutions to the fundamental educational issues facing higher education in New Jersey. To do otherwise would be a tragedy for all county college students and for the state. We were particularly concerned about the issue of turnover in leadership positions. Within a two year period about half of the nineteen institutions will have new presidents. This degree of instability, if continued, could have serious adverse consequences for the state. On the other hand, new leadership can build upon the successes of the past and take the colleges to new heights as they enter a more mature stage in their development.

We also believe that in spite of substantial variations in the stage of development of the colleges, New Jersey can pride itself on having some of the strongest and most effective institutions in the country. It should be

understood that the community colleges carry the specific traits of the counties within which they are located. Their stage of development is largely determined by the capability and willingness of the county to provide adequate resources, the level of state aid, the differences in managerial styles, and the strength of the governing boards. Nevertheless, the power and energy of that diversity must be forged into a creative unity if the future needs of the people of the state of New Jersey are to be served.

A high level of contentiousness is built into the system, inhibiting cooperation among the county colleges, between county colleges and other types of institutions, and between the county colleges and the Department of Higher Education. To a large extent, this tension is not a reflection of any single variable. There is something inherent in the very structure of county college governance which tugs the colleges between state and county governments. The county community colleges are forced to choose sides between funding sources with different priorities and interests. New Jersey has a strong county governance structure and a strong governor; both articulate their positions clearly and persuasively. Since the county colleges receive funding from both sources, they must attempt to satisfy both sets of demands, and they are often caught in a web of conflicting loyalties. A new partnership should be found so that each county community college can effectively serve both the state and its county.

If New Jersey could begin again, we would recommend either a structure in which boards of trustees are elected and have the authority to tax, or a structure in which the state provides total funding and appoints all trustees. We understand that these solutions are not now politically viable. Therefore, for its part, the state must find an appropriate balance between state leadership and state support. This can be accomplished by moving away from the confederated structure of the county community colleges as it now exists toward the creation of an integrated system of county community colleges in which the state would have to become an equal partner in financing the colleges, and ultimately consider a different balance in governance. Such a step would go a long way toward meeting the county community colleges' desire for more advocacy from the Department of Higher Education, and the Department of Higher Education, representing the state, could then seek more unified and creative planning from the county community colleges with regard to curricular and student matters.

The last major review of the county community colleges was conducted in 1979 by the Commission to Study the Mission, Financing, and Governance of the County Colleges. Two major recommendations of that Commission, regarding governance and finance, led to a new funding mechanism and the inclusion of two state-appointed trustees on each county community college board of trustees. The Commission made more than fifty other recommendations, many addressing the major educational issues pertinent to the future health and vitality of the New Jersey county community colleges--issues we also faced. We endorse many of the recommendations in the 1979 report, Excellence and the Open Door: An Essential Partnership, and see our report as a continuing effort of the process begun by the 1979 Commission. Our schedule did not permit us to conduct a comprehensive review of all areas outlined in the charge. In those areas, the 1979 Commission report can continue to serve as a blueprint for progress.

In keeping with the charge to the panel by the New Jersey Board of Higher Education, we present our recommendations. We also discuss the salient issues that surround them and offer implementing recommendations. The appendices summarize some of the data that informed our discussion and recommendations.

Chapter One: MISSION

We endorse the comprehensive mission of New Jersey's county community colleges as delineated in the 1981 Statewide Plan for Higher Education:

> "The community colleges should continue to be the low tuition, open access institutions to higher education in New Jersey with a particular obligation to people who are uncertain about their educational interests or abilities and want to explore a variety of occupational and academic programs. Their special focus should be on academic transfer programs, career or occupational programs, remediation and basic skills, adult and continuing education, career counseling, public and community service, and teaching rather than research."[1]

The comprehensive nature of the county community college mission presents one of their greatest challenges, not only in New Jersey, but across the nation. The essence of this challenge has been well stated by Patricia Cross:

> "The problem with the comprehensive mission is that carrying it out with excellence suggests that all of the basic functions that constitute the comprehensive community college must be done well: the transfer program must prepare students just as well as the university does for upper-division work; vocational programs must prepare students for entry-level jobs, as well as for advancement in their chosen occupations. Remedial programs must actually ameliorate past educational inequities and prepare students for citizenship, family life, cultural and lifelong learning. Community education must respond appropriately to the educational needs of a wide range of people and organizations."[2]

Not all of the colleges may choose to perform all of the functions that so general a mission statement encompasses. Priorities may be established through the institutional planning process to take into account the demographic and economic diversities of the area in which the county community college is located. Priorities, while remaining supportive of statewide concerns, can and should differ among institutions.

Academic excellence should be the central goal of all programs. The decision to achieve defined levels of quality in priority activities will assist county community colleges in strengthening their own sense of identity and in communicating that to those on whom they depend for resources.

While the county community colleges, represented by their governing boards, have the right to establish program priorities and to omit certain programs altogether, this right includes a corresponding accountability to the state, as represented by the Board of Higher Education. We believe that the citizens of every county have the right to expect that certain fundamental services will be provided. In our judgment these services are fundamental to the function of the county community college and cannot be discretionary. The latitude colleges have in translating broad-based mission statements into specific planning documents must be controlled by their commitment to a broad and open service to the citizenry. Correspondingly, the county community colleges should also assess their effectiveness in achieving their mission in terms of the needs of the population they serve.

We recommend:

1) That the county community colleges review their mission statements to assure that these fundamental services are included:

   - preserving access and equal opportunity as the open doors to higher education in New Jersey;
   - providing academic programs equivalent to the first two years of the baccalaureate degree;
   - providing occupational programs;
   - providing remedial education;
   - improving and increasing services to underserved populations;
   - achieving affirmative action in trustee membership, staff, faculty, and student body.

2) That the county community colleges, working with the Board and Department of Higher Education, agree upon measures of institutional effectiveness. Assessments of these measures and the results of the assessment should be widely disseminated and used as a basis for improving performance.

Chapter Two: GOVERNANCE

The governance structure of New Jersey's county community colleges provides the foundation for the continued health and vitality of the institutions. Yet it was in this area that we encountered some of the most serious problems, reaching crisis proportions at several institutions. Nevertheless, we still believe that the existing governance structure is sound. Its success will depend upon commitment and good will; however, these qualities were conspicuously absent in some institutions.

The County College Act of 1962 authorized one or more contiguous counties to establish a county college and provided for local appointment of trustees. Service delivery areas were defined by political boundaries, and governance was established on the basis of preexisting political structures rather than on the basis of educational, regional, or state-wide needs. The need for an increased state role in the governance structure of its county community colleges gave rise to the 1982 modification of the statutes, which added two state-appointed members to each college's board of trustees. The existing structure is flexible enough to allow modifications, particularly for smaller institutions which may need to consider other options if they are to retain vitality. Examples include bi-county sponsorship, petitioning to become a state funded/state operated institution, or adopting a regional community college model.

There can be no doubt that the local arrangements for governing county community colleges are basically appropriate. Freeholders and trustees work with the presidents and their staffs in ways that, in most instances, serve most of the colleges well. We believe that the problems of excessive county government intrusion or inadequate county support experienced by some colleges are idiosyncratic rather than a consequence of fundamental defects in governance structure. Occurrences of instability and intrusion should be monitored closely, and the Department of Higher Education should intervene promptly to prevent continued abuses.

The Board of Higher Education provides an appropriate balance of regulation, planning, and oversight, without infringing on institutional autonomy that allows institutions to meet local needs. The Board of Higher Education, through the Department of Higher Education, also coordinates activities of the individual institutions and maintains general financial oversight of the colleges.

Within the Department of Higher Education, the Office of Community Colleges has primary responsibility for performing most of the functions regarding the county community colleges. In licensure, for example, Office of Community College staff participate actively in all reviews conducted by the Middle States Association of Colleges and Schools. In the area of program development, the office works with institutional and sector representatives in the processing of new degree programs. The strengthening of this office could contribute to more effective coordination among county community colleges.

We believe implementation of the following recommendations will lead to better cooperation and communication between the state and the county community colleges.

We recommend:

1) That the boards of chosen freeholders and the Governor appoint trustees of county community colleges promptly.

2) That the state require local trustees of county community colleges to file income disclosure statements with the State Attorney General. This requirement is similar to those existing in many neighboring states and will increase the level of public trust.

3) That the Board of Higher Education, in consultation with the Council of County Colleges, conduct a review of the statutes and regulations governing the county community colleges to examine the appropriate respective roles of the board of trustees and the president.

4) That the state revise its statutes to require that county community college trustees be appointed from each major political party in a county, creating a balanced, bipartisan body that will provide greater stability.

5) That boards of chosen freeholders improve the racial/ethnic balance of county community college boards of trustees.

6) That the Board of Higher Education and the Council of County Colleges develop an educational program for all county community college trustees to bring them into contact with their colleagues in all sectors.

7) That trustees participate actively in regional and national associations, conferences, and training, and communicate across sectors.

8) That the term of a chair of a board of trustees be limited to two years.

9) That the Council of County Colleges modify its bylaws to provide greater continuity of its representation on the Board of Higher Education.

10) That the Board of Higher Education provide incentives for the county community colleges and other institutions of higher education to cooperate with each other and that, where appropriate, the Board of Higher Education encourage productive competition among the institutions.

11) That the Department of Higher Education clarify and strengthen the role and responsibility of the Office of Community Colleges in terms of its visibility, size, and coordinating function.

12) That the County Community College Presidents' Association strengthen its capacity to respond to the fundamental educational issues facing the sector by focusing its efforts on formulating solutions.

Chapter Three: FINANCE

Recurrent stress surrounds the issue of funding of the county community colleges. We were told repeatedly that the state has not honored its commitment under statute to provide 43 percent of educational and general expenditures. County and college officials view the state appointment of two trustees to each board as the quid pro quo for a prescribed state share.

The Board of Higher Education budget recommendations to the Governor for state aid to county colleges from 1984 to 1987 represented a total increase of $37.9 million. Actual state appropriation from 1984 to 1987 allocated an increase of $23.375 million or a 40.2 percent increase in state aid to county colleges in spite of the fact that enrollment declined during the same period.

TABLE 1
State Aid to County Community Colleges

Year	Bd. of Higher Ed. Recommended Increase	State Appropriation	Increase
1984		$58.2 million	
1985	$11.5 million	$67.6 million	+$9.4 million
1986	$13.5 million	$75.6 million	+$8 million
1987	$14.8 million	$81.6 million	+$6 million
1988	$15 million		

Source: New Jersey Budget

Although the state's actual commitment of funds increased during the past three years, this achievement is overshadowed by pervasive concern over the failure to achieve the statutory commitment. Similarly, it should be noted that a budget document takes precedence over statutes authorizing appropriations, and the state cannot be required to fulfill its implied commitment. Allocation of resources in any state is a political process.

We were cast in the role of King Solomon to solve a dispute in which neither side showed willingness to yield. We as educators believe that education is an especially provident use of public funds. Our visits to county colleges and our discussions with state and county officials made it clear that county community colleges in New Jersey need additional resources. Some counties lack the ability to provide substantially more support to their colleges because of taxpayer resistance or statutory limitations on property tax increases, or both. Percentage increases in county appropriations from FY 1983 to 1985 range from an increase of more than 30 percent at six colleges, to a less than 10 percent increase at one college, and to a 20.7 percent reduction in support at yet another. In FY 1987, county support ranged from an increase of 36.8 percent to a decline of -2.8 percent. In actual dollars, the county contribution represents a range of support of $.713 million at one institution to $10.4 million at another.

The predicament of the counties' limited financial base is beyond the

purview of our charge. The state government seems aware of the problems involved and has appointed the State and Local Expenditure and Revenue Policy Commission (SLERPC), a broad-based commission charged to study the fiscal policies of state and local government and to recommend appropriate changes. In the final analysis, this group is best qualified to develop extensive analyses and recommendations of the appropriate share of state and county financing for educational and other state mandated or authorized services.

We note, however, that there is a deep-seated and pervasive belief among a wide range of county and college officials that the state's failure to comply with the 43 percent provision represents an act of bad faith. So intense are the feelings about this issue that they inhibit other discussions and cloud the environment in which essentially unrelated priorities and services are considered.

We believe that democratic government everywhere is an act of faith between those governed and those who do the governing. We believe strongly that the perceptions of bad faith must be dealt with as soon as possible to limit the debilitating tension that currently characterizes relationships between county colleges and the state. The state needs to resolve the "43 percent issue" to restore an acceptable level of credibility between the state on the one hand and county government and the county community colleges on the other.

There is a second, long-term aspect of county college finance that represents at least as great a problem as the bad faith concern addressed above. This issue involves the extent to which the allocation formula used by the Board of Higher Education in distributing any given state appropriation is perceived as equitable. The current distribution formula appears to the colleges as inequitable and unnecessarily competitive, producing a situation where even the winners do not feel good about the process.

The current formula lacks predictability, perpetuates inequities in the distribution of funds, and does not sufficiently protect institutions with minimal economies of scale. In terms of predictability, the procedures for distributing funds unnecessarily emphasize enrollments in a state where legislative appropriations have been largely freed from such dependency. Educational and general funds are distributed primarily on the basis of enrollments by differential category so that in a single year some institutions can experience a 10 percent or higher increase in state operating revenues, while state aid to others decreases. In addition, three-fourths or more of institutional operating budgets are committed to personnel expenditures, making it impossible to adjust costs to accommodate sudden shifts in student enrollment without some reasonable planning period.

The unevenness in county funding and the lack of predictability in the distribution formula have made it extremely difficult for some colleges to meet ongoing cost increases. The problem has been particularly difficult for institutions in the early stages of development as well as for small institutions with minimum economies of scale.

The value of the existing distribution formula is its flexibility. It is within the power of the Board of Higher Education and the Council of County Colleges to reexamine the formula and to make adjustments.

New Jersey needs to move away from an allocation process based primarily on the impact of cost differentials on institutional budgets toward a consideration of the actual costs of a program. The appropriate relationship between differential costs and categorical costs in terms of each component of funding should also be examined.

Another important concern is the relative abilities of different county governments to bear their share of the costs of county community colleges at a given level of effort. Clearly, many of the counties in southern New Jersey have significantly fewer resources to provide services of all types than have their more affluent counterparts in the North. At the same time, unemployment and income statistics suggest that a greater proportion of their citizens may need the services county community colleges provide. The current funding procedures do not take into consideration the differing abilities of the counties to support county college services.

We recommend:

1) That the Department of Higher Education, in cooperation with the Council of County Colleges, develop a more refined cost based approach to allocating operating revenues. The procedures for distributing funds should provide for planning time for institutions experiencing sudden fluctuations in enrollment, by protracting changes in funding levels over time.

2) That the Department of Higher Education, in cooperation with the Council of County Colleges, implement a minimum foundation program to supplement its current arrangements for financing county community colleges. The minimum foundation program should provide equalization funding to colleges located in counties where prescribed levels of effort fail to produce an adequate level of local support.

3) That the Department of Higher Education continue to use the challenge grant program as an appropriate mechanism for encouraging attention to state priorities and for giving incentive to cooperation while promoting acceptable levels of competition among institutions. Challenge grants should continue to require institutional strategic planning.

4) That the state government, once the State and Local Expenditure and Revenue Policy Commission (SLERPC) has completed its task, either fund its agreed upon proportion of the educational and general cost of the county community colleges or amend the statute to reflect whatever it decides is an acceptable arrangement.

Chapter Four: STUDENTS

A. Profile

Without a clear conception of their students, their educational goals and aspirations, their special needs, and the demands placed upon them at home and at work, county community colleges cannot provide the right education and training. To plan for the future effectively, county community colleges must also be aware of demographic predictions which show that an increasing number of the work force will come from a poor and minority background.

Enrollment patterns at county community colleges have changed dramatically in the past decade. After a period of tremendous growth, enrollment leveled off in the 1980s, with more students than ever before attending on a part-time basis, as indicated in the table below.

Table 2
Enrollment in New Jersey County Community Colleges by Gender
1971-1986

	1971	1976	1981	1986
Full-time				
Male	16,755	20,640	21,056	17,836
Female	12,346	20,649	23,710	19,511
(Sub-total)	29,101 (54%)	41,289 (45%)	44,766 (39%)	37,347 (35%)
Part-time				
Male	14,172	22,909	26,421	27,079
Female	10,968	27,682	42,693	42,824
(Sub-total)	25,140 (46%)	50,591 (55%)	69,114 (61%)	69,903 (65%)
Total	54,241	91,880	113,880	107,250

Source: NCES HEGIS FORM #2300-2.1

A study of New Jersey county community college students conducted by the Eagleton Institute for Politics at Rutgers University shows several nationwide trends evident in New Jersey as well. Of particular importance are the continued increase in the number of female students and the decline in the number of minority students. Moreover, the freshman is no longer an eighteen year old fresh out of high school. More than half of currently enrolled community college students are over 23 years old and most of these attend part-time. In fact, 68 percent of part-time students are in the over-23-year age category, with part-time students comprising 65 percent of all students. Among the full-time students, 81 percent are, however, 23 years of age or younger. This means that there are two separate student populations at New Jersey's community colleges. The first is young and attending full-time, and the second--and larger group--is older and attending on a part-time basis.

Currently enrolled students are "non-traditional" in many other respects.

They are ethnically diverse, they carry significant economic (occupational) and domestic responsibilities, and they come from a wide range of economic backgrounds.

* 45 percent are taking just one or two courses;
* 12 percent are black, 6 percent are Hispanic and 79 percent are white;
* four out of five work at least part-time;
* 15 percent have total annual family incomes below $15,000 while 21 percent have family incomes in excess of $50,000;
* 23 percent have children between the ages of 5 and 18, 8 percent have children under 5 and depend largely on family assistance for child care;
* 55 percent do not report being enrolled in degree-granting programs; and
* 74 percent say they want to obtain a degree of some kind from their county community college.

This last finding is particularly important because it contradicts a commonly held image of community college students, especially those of part-time status. This difference between the large percentage of students who say they intend to obtain a degree, and the small percentage of students who are currently enrolled in a degree granting program of any kind should be a serious concern to the state and the colleges. This discrepancy is critical in cases where the colleges rely on program enrollment to ensure that students are well-informed about courses they should complete, requirements for successful transfer, and so forth. Students who are not enrolled in degree programs--but nonetheless intend to obtain their degrees--may be at risk within the system if they do not receive the information they need.

This concern is deepened by the finding that students are generally not satisfied with the kind of course-related information they receive at their county community colleges even though most are very satisfied with their education in general. While most students represented in the Eagleton Report gave an overwhelming endorsement of their community colleges (over 90 percent were satisified with their education and more than four in five rated their courses and instructors highly), student services such as financial aid, academic advisement, and career and job counseling received significantly lower ratings. These areas were also singled out by 1983 graduates of the sector in a Department of Higher Education report based upon data collected by the individual county community colleges.

We recommend:

1) That New Jersey county community colleges standardize and collect regularly the information needed for continuous institutional strategic planning.

2) That county community colleges develop student information systems designed to improve their processing of students for initial placement in appropriate programs, for monitoring their progress, and for evaluating outcomes.

3) That county community colleges provide low cost child care services on campus with hours of operation convenient to nontraditional students.

B. Disadvantaged and Minority Students

Community colleges are well suited to serve those segments of society excluded from sharing the American dream because they have been caught for generations in a vicious cycle of poverty, discrimination, and scholastic underachievement. In New Jersey's cities, a substantial and growing number of blacks and Hispanics find themselves outside mainstream America because of the persistence of traditional attitudes and the seeming inability to "make it." Community colleges, based on a tradition of open access and low-cost tuition, are beacons of hope for disadvantaged minority groups. To serve these populations should be the foremost aspiration and aim of the county community college mission.

Blacks and Hispanics constitute 20 percent of New Jersey's total population, yet they make up 30 percent of the public school population. Even more alarming is the fact that these groups provided only 18 percent of the students at the county community colleges in 1985.

The special problem facing New Jersey is a decline in minority, particularly black, enrollment at institutions of higher education over the past five years. This loss of students is most acutely felt at the county community colleges where the percentage of full-time black students decreased from 17 percent in 1979 to 12.9 percent in 1985.

The challenge confronting the colleges is a dual one: active recruitment of minority students and establishment of retention programs. Both must be approached with equal vigor, since little is gained by enlisting students if they are lost before gaining their credentials for the world of work. A related issue that cannot be neglected arises from the fact that students attending inner city secondary schools frequently lack the academic preparedness required for successful collegiate study. This, too, must be addressed and counteracted to prevent students from failing in their attempts to succeed in college.

Encouraged by the Department of Higher Education, all of New Jersey's county community colleges have instituted recruitment efforts, some with only minimal success. The county community colleges are limited to recruiting within their counties. In addition, the demographic concentration of the minority populations in urban areas leaves some counties with only small concentrations of minorities. Only three county community colleges are located in urban areas. The majority of county community college campuses are located in surburban areas which cannot always be reached by public transportation. Where public transportation exists, the cost can be prohibitive, especially for disadvantaged students. In addition, the time spent in transit takes time away from a job or from caring for dependent children. Some colleges have established extension centers in urban areas, but these often fail to attract minority students for several reasons: they tend to segregate the student population; courses offered are not as extensive or on the same level as regular programs; facilities and institutional equipment are frequently not comparable to those at the main campus; in some cases programs are housed in deteriorating buildings contrasting with the pleasant surroundings of the main campus.

With regard to students with special needs, many colleges have made excellent efforts to meet the educational needs of special populations, although not all have reached the same level in delivering services. English-as-a-second-language programs are not always accessible to urban populations, for example. All colleges have instituted plans to make their campuses barrier-free and to provide special library services.

The plight of adult illiterates and single heads of household in obtaining basic skills and marketable occupational training suggests a major area for county community college development, both within degree programs and in the area of continuing education. Services to handicapped and learning disabled persons will require support from established agencies at state and local levels. Strong community linkages and representative faculty leadership are key elements in providing effective programs for limited English proficient populations. There is an increasing need for coordinated, educationally sound approaches to removing barriers for these target populations.

We recommend:

1) That the Department of Higher Education cooperate with county community colleges in strengthening programs specifically geared to meet the needs of disadvantaged and minority students.

2) That the county community colleges coordinate efforts among institutions in neighboring counties to serve minority students.

3) That the county community colleges initiate staff development programs involving administrative, instructional, guidance, and clerical staff to instill in staff sensitivity to students with special needs. The instructional staff must be specially trained in effective methods of reaching special students.

4) That the county community colleges incorporate the provision of services to special populations into their operations.

5) That the county community colleges examine their recruitment and outreach practices as they relate to the needs of minorities and women and establish cooperative programming with local feeder schools, beginning at the junior high school level.

Chapter Five: REMEDIATION

The mandate of open access and excellence requires a deep commitment to remediation of academic deficiencies. Remediation has traditionally been an important mission of county community colleges. As the colleges strive to prepare students to participate in the state's growing high-tech economy, successful remediation is essential if the colleges are to continue to provide the state with a trained and skilled work force.

New Jersey has done pioneering work in the assessment of students entering institutions of higher education and in the development of remedial programs to serve their needs. The Basic Skills Council, representing all segments of higher education, has developed a full set of assessment instruments which are administered to all first-time freshmen at public institutions of higher education.

The Council has also conducted preliminary longitudinal research which indicates that remediation does work in all segments and is, therefore, an appropriate investment of state and county funds. Significantly, the Council has found that the need for remediation has not decreased, that the county community colleges "expend a considerable percentage of their instructional effort on remedial courses," and that students "often invest as many as three semesters in one or more remedial course sequences. . . ."[3] In the report on the Character of Remedial Programs in New Jersey Public Colleges and Universities , the Council reported on the percentages of full-time entering students requiring remediation. They found that nearly half of all entering students required remediation in reading (45 percent), writing (40 percent), and computation (49 percent). We also note that 59 percent of all assessment tests are administered to New Jersey county community college students, and that county community college students account for 75 percent of all remediation in the state. Yet, county community colleges have limited representation on the council, given the proportion of the testing and remediation they do.

We commend the state for recognizing the need to extend the period of eligibility for financial aid. Whereas an eight-semester limit on receiving state financial aid grants had been in effect, legislation was recently signed into law acknowledging that enrollment in remedial education may slow the progress of students toward a degree by as much as three semesters. Now all students are eligible for nine semesters of aid, and students who have taken a minimum of 18 credit hours of developmental and/or remedial course work (or students who have graduated from a county community college and transferred to a four-year school in the state) are eligible for an additional semester or ten semesters of state financial aid grants.

On our visits to the colleges, we did not get a sense of uniform acceptance of remediation as a core mission of the county community colleges. Some embraced it enthusiastically and provided the resources, faculty commitment, and administrative attention required to make it successful. The best appeared to have done an especially good job at integrating the remedial program with the degree granting programs of their college, thereby making the transition for students easier to foresee and complete. We were disappointed to see that some remedial programs received insufficient resources and attention and were isolated from the mainstream of academic activity.

We recommend:

1) That the Department of Higher Education continue to disseminate information on assessment and retention.

2) That the Board of Higher Education strengthen the representation of county community colleges on the Basic Skills Council.

3) That the boards of trustees and college administrations develop appropriate reward mechanisms for faculty engaged in remedial instruction.

4) That the County community colleges integrate the faculty for remedial programs with the remainder of the academic community and coordinate the curriculum of remedial courses with that of college level courses.

Chapter Six: LIBERAL ARTS

The comprehensive mission of the community colleges requires strong liberal arts and humanities programs. The liberal arts, in particular the humanities, are the pillars on which the Western concept of education has rested for centuries. These disciplines have long been regarded as necessary credentials for any college wishing to be accredited as an institution of higher learning. But the liberal arts have found themselves in an embattled position in the last decade, when their relevance has been questioned, especially at the community colleges.

The decline of liberal arts coincided with the transformation of transfer oriented colleges into schools with heavy emphasis on technical and vocational training. The expansion of community college programs to include training areas other than purely academic skills was, of course, in keeping with the mission of community colleges to serve the needs of a diverse constituency in the community. Program and budget planners had the task of meeting the demands of the marketplace while trying to give each area equal attention and recognition.

As more and more emphasis was placed on the career programs in New Jersey, the liberal arts lost enrollments, except in courses meeting the general education requirements set by the Department of Higher Education. Today, in part because of the heavy emphasis on the development of technology programs, many community college administrators in New Jersey are fearful that their institutions might become technical training schools; they have expressed great interest in maintaining the comprehensive curriculum.

All county community colleges in New Jersey maintain transfer programs with a liberal arts emphasis, serving those students who will continue their studies at four-year colleges. The Eagleton Report on New Jersey community college students, discussed elsewhere in this report, indicates a sizeable number of students who plan to continue their education at four-year colleges. Even though preparing students for transfer to senior institutions is an integral function of county community colleges, a serious issue has arisen within the New Jersey higher education community concerning the extent to which four year colleges honor the full-faith-and-credit policy by granting appropriate credit for parallel courses completed in the county community colleges. A related issue is the variance in interpreting what types of courses may count toward meeting requirements for degrees.

Underlying many of these issues is the lack of funds to develop new courses, to acquire innovative teaching resources, and even to hire new faculty trained in specific areas.

The beginnings of a nationwide renaissance in the liberal arts and the humanities can be felt as well in New Jersey. The Department of Higher Education established a Humanities Grant Program several years ago. The county community colleges have so far not been able, as they have in other Department grant programs, to obtain a proportionate share of this fund. This grant program was intended to stir the faculty into action to plan innovative courses and programs. County community colleges have competed for these funds on only a limited basis. The awards received by county community colleges

declined from 12 percent in Fiscal Year 1985 to 6 percent in Fiscal Year 1987. The number of proposals submitted by the county community colleges (twelve in 1985 and ten in 1987) and the percentage of submitted proposals which were funded also declined.

We recommend:

1) That the county community colleges develop collaborative programs between their occupational and liberal arts faculties.

2) That the county community colleges provide incentives to their humanities faculties to develop quality proposals which will enable them to compete successfully for available funding.

Chapter Seven: RETENTION

Effective retention efforts will be increasingly essential to a college's "success." At all levels of higher education, too many students drop out without ever achieving their educational objectives. Community colleges in particular often seem like revolving doors of higher education. This perception derives from the fact that a definition of "dropping out", and therefore of an acceptable dropout (or attrition) rate, is particularly difficult to determine for community colleges. The difficulty is due in part to their mission and the characteristics and enrollment patterns of their students.

Although primary to its mission, offering degree programs is only one of the functions of a comprehensive community college. Students tend to "stop out," (often for economic reasons), attend part-time and intermittently, and take many semesters to complete a degree. Many transfer early to four-year institutions without obtaining an associate's degree; 48 percent of all transfers to the state college system in New Jersey come from the county community colleges. Other students come underprepared and fail to develop the competencies required for matriculating in a degree program. Certainly this last group, a large proportion of the entering, full-time cohort of some county community colleges serving high-poverty urban areas, should be considered in any calculation of an attrition rate.

If a strict definition of retention, like persistence to graduation over a given number of semesters, is used, New Jersey county community colleges, like community colleges across the country, record high attrition rates. These rates are rendered more meaningful if compared to the proportion of students expressing an intention to obtain a degree.

The Eagleton Report found that three out of four students aspire to obtain a degree of some kind from their county community college. At a minimum, this statistic indicates that the students perceive the county community college as degree awarding institutions. Contrasted with the low graduation rate, this finding indicates that the colleges need to pay greater attention to degree attainment as a measure of retention.

The steep decline in the number of high school graduates across the state is another reason for the colleges to be concerned with retention. We foresee a time when students will become "precious commodities" and will be wooed by institutions from all sectors. In such a climate of competition for "warm bodies," retention defined as persisting to graduation may become even more important.

New Jersey has developed a Student Unit Record Enrollment (SURE) system, enabling the county community colleges to differentiate among students who transfer following graduation, those who transfer early, and those who simply drop out. This will help track students moving across sectors.

The problem is, however, more complex. Departmental data on graduation rates and data from the Eagleton Report, suggest that retention of black and Hispanic students is a particularly acute problem. While the Eagleton Report showed that 80 percent of blacks and 85 percent of Hispanics wanted a degree

of some kind from their county community college, estimates of the four-semester graduation rate (based on 11 of 17 institutions reporting) are just 3 percent for blacks, and 5 percent for Hispanics; overall graduation rates are estimated at 12 percent, and at 16 percent for white students. One must exercise caution, therefore, when discussing the relationship of aspirations and attainment. Although these ratios do not define a problem, they do give some indication of the magnitude of the discrepancy.

We noted that efforts to understand the complexity of attrition and attempts to deal with the problem were under way at some of the county community colleges. The most effective efforts had a dual thrust: (1) creating an "environment for retention" by aiming all retention activities at unnecessary attrition (i.e., that which can be predicted and prevented by the institution), and (2) seeking better systems for data collection and reporting on student characteristics and institutional operations. Sympathetic academic advisement and availability of transfer information will help the overall effort.

The Board of Higher Education recently established a state-wide retention initiative and called for the collection of retention data through its Students Unit Record Enrollment (SURE) system, institutional analysis of the problem, and the appointment of a presidential task force to recommend state-wide retention goals. This kind of state-level focus on the problem, in cooperation with the institutions, is required to retain the community college students until they have completed a course of study.

We recommend:

1) That the Department of Higher Education encourage all public and private institutions in the state to become members of the Students Unit Record Enrollment (SURE) system.

2) That the Department of Higher Education encourage institutional efforts to bolster retention and publicize institutional analyses of the problem of attrition as well as successful solutions which have been found. The retention of minorities must receive special attention.

3) That county community colleges assign their faculty a key role in designing and implementing programs which address the problem of attrition.

4) That county community colleges pay special attention to advising and placing entering students and to monitoring student progress, intervening where the risk of attrition is high.

Chapter Eight: ECONOMIC DEVELOPMENT

The future success of New Jersey's county community colleges may well depend on their ability to forge a partnership with business and industry and to respond to the increased demand for a highly skilled work force. The role of the county community colleges in the economic development of New Jersey has been defined in The Statewide Plan for Higher Education (1981), which identifies them as the primary providers of occupational training and technical manpower within the system of public higher education. The Governor's Task Force on Technology-Trained Manpower (1982) acknowledged the vital link between economic development and the availability of a skilled labor force, yet cited a widening gap between educational programs that impart those skills and the demands of the marketplace.

Demographic studies indicate that the people who will need to acquire the high-technology skills will increasingly be disadvantaged and minority group members. Economic development in New Jersey should be equated with human resources development. This must be done with the energetic participation of all county community colleges, regardless of the number of minorities or poor people in their service areas.

Concerted action which necessitates a statewide perspective may not be easily accomplished by the county community colleges because of the fragmentation of the state into disparate regions. The population density in some areas is high, particularly in the northern and central areas which serve largely as the bedroom communities for urban centers in neighboring states, and the people there have minimal contact with or interest in what is happening in other parts of the state. New Jerseyans do not seem to think of their state as an entity. The general perception rather seems to be of a series of political subdivisions, e.g., school districts, counties, or townships. Given these conditions, it may be difficult for community colleges and state and county agencies to alter this perception of the state and engage in cooperative strategic planning, but the effort must be made if New Jersey's economy is to continue to flourish.

The state does have a track record of initiatives that make use of the county community colleges to build a skilled labor force geared to the state's high-technology economy; grant programs of the Department of Higher Education have contributed to sector growth in the technologies. Quality is enhanced through a review and approval process for academic offerings and degree programs. We see a need to balance the care taken in the deliberations required by the review process and the speed of response required to meet the rapidly changing needs of business and industry. We think that greater flexibility should exist in the program review process so as not to restrict the responsiveness of the county community colleges and their ability to assist in the state's economic development.

We believe that program quality can still be guaranteed through the judicious application of the standards of the various accrediting agencies and the adoption of a staggered approval process, whereby a preliminary review and approval of an application can be supplemented by a full-scale review of a program after two classes have graduated. We see the need to provide earlier involvement of technical experts to assist the applying college in its development of the program and the Department of Higher Education in its

review of the materials submitted. Presently, the Office of Community Colleges does not have sufficient resources to engage in this process to the extent necessary to ensure quality, particularly if the process is to be streamlined.

In addition, the participation of the Curriculum Coordinating Council in the program review process would also be beneficial in bringing regional and statewide perspectives together. This body was created by statutory regulation and consists of county community college presidents and academic deans.

The county community colleges should transcend the traditional view of what their role should be by establishing new relationships with business and industry, based on a program of active intervention. For example, can the county colleges play a role in creating and maintaining jobs or wealth in the community? What services can they provide that would: 1) help an existing company to stay in the area; 2) assist an existing company to expand; 3) attract a company that is planning a relocation or expansion; and 4) assist a new venture to begin operations?

College representatives actively involved in economic development play the dual role of listener and advocate for a strong role for the county community college. Such representatives can bring the county community colleges in New Jersey to the forefront of economic development in the state and integrate the colleges more fully into their communities.

We recommend:

1) That the Governor direct state agencies to work with the Department of Higher Education and the Council of County Colleges to build liaisons with other state agencies such as the Department of Labor and the Department of Commerce which are involved with state economic development to define and strengthen the county community college role in economic development.

2) That the Department of Higher Education streamline the approval process for career programs and provide the flexibility needed to realign programs to meet quickly the demands of the market place.

3) That the Board of Higher Education, the Council of County Colleges, and the County Community College Presidents' Association establish linkages in the area of economic development and that the Department of Higher Education encourage appropriate linkages for the county community colleges with public and private four-year sectors so that the unique strengths of each can be used effectively in dealing with economic development issues that confront the state.

4) That the Council of County Colleges and the County Community College Presidents' Association--acting through the county community college academic officers--respond to demands for curricular change. An expanded role of the Curriculum Coordinating Committee vis-a-vis the development of a statewide perspective on program development is essential.

5) That the county community colleges maintain statistics on new programs to determine growth and effectiveness of the programs.

Chapter Nine: FACULTY

A college is only as good as its faculty. Traditionally, college instructors have wide discretion in determining course content and the style and method of teaching a particular subject. Whether students will benefit from a course is, in turn, often determined by the level of enthusiasm, knowledge, and commitment the instructor brings to the classroom. Some who set institutional priorities seem to overlook the necessity for keeping faculty dedication high.

For several years, experts have described college faculty, particularly community college faculty, as in a state of professional stagnation. The existence of a "demoralized" or "alienated" faculty seems to be a nationwide phenomenon as attested to by the number of studies and symposia dedicated to this issue.

The results of a recent survey of faculty at New Jersey county community colleges show that most college administrators are aware of the need for revitalization of their faculties. Many have on-campus faculty development programs, and financial support for attendance at professional conferences and workshops is available. Such faculty development programs are of great importance in maintaining the vitality of an institution.

The profile of a typical faculty member at New Jersey's county community colleges accords with the national pattern: a white male (about 55 percent for the sector) in his late forties, usually with a master's degree, who is tenured, has served about 16 years at his institution and spends about 15 hours a week in the classroom. Women have made important gains on community college faculties, at least in some fields, but minority faculty members (about 4 percent sectorwide) are still a rare breed. Attracting more minority faculty is desirable from the standpoint of providing positive models for minority students and conveying the message that minorities can succeed in our society. There is widespread use of adjunct faculty (about 42 percent sectorwide).

The existence of a highly tenured faculty--ranging from 59 percent to as high as 95 percent--impedes hiring of more minority faculty members. An early retirement plan offered by the state may stimulate a greater turnover.

Extensive use of adjunct faculty raises issues of control of the quality of instruction and of responsibility for adjunct development. Some county community colleges in New Jersey have well planned adjunct development programs; others seem content with inviting their part-time faculty to on-campus activities on a voluntary basis. Adjunct orientation and development is imperative if county community colleges are to maintain the credibility of their courses, including high academic standards and passing grades comparable to those of other institutions.

We recommend:

1) That the county community colleges intensify their efforts to revitalize faculty.

2) That college administrators ensure employment of a competent adjunct faculty and provide intensive orientation and training programs for adjuncts.

3) That the county community colleges use the reward system to encourage faculty members to seek continued professional growth through involvement in professional organizations, regular attendance of professional conferences and workshops, and involvement in writing and research.

4) That the department chairs hold their faculty, including adjuncts, accountable for what is being taught and how it is being taught.

5) That the Department of Higher Education continue and expand its faculty fellows program, giving faculty members a rare opportunity to have their views heard directly and their ideas put into practice statewide.

6) That the boards of trustees give full support to faculty development programs for full-time and adjunct faculty in recognition of the fact that the same standards apply to both.

7) That trustees, administrators, and faculty give full support to affirmative action efforts directed at hiring of instructional staff.

Chapter Ten: REGIONALIZATION AND INSTITUTIONAL COOPERATION

The county community colleges, by nature of their local orientation, are in an excellent position to build close ties with local public schools. Instances of close collaboration between county community colleges and high schools exist where students are encouraged to stay in school and are guided toward a smooth transition into higher education. These efforts deserve wider emulation.

The Department of Higher Education supports the concept of regionalization of high cost, specialized, low enrollment, or low job market demand programs in order to increase the employment opportunities of residents of larger-than-county geographic areas. Until 1985, the regional programs had been, without exception, single- institution programs, but in the past two years, three consortial arrangements including county community colleges and other public institutions of higher education have come into being.

We found several problems with the way regional programs are currently implemented. The process through which programs are designated as regional in scope is potentially counter-productive. A single institution may propose a program for regional status, but other county community colleges whose program development plans may be affected are not required to participate in the planning process. As a result, the process of regionalization, which is designed to promote cooperation among institutions and to improve services to New Jersey residents, as well as curtail costs, may, in fact, achieve the last objective at the expense of the first two.

Designation of regional status for a particular program prohibits the development of similar programs in institutions where local needs would otherwise justify such development. Because of geographic distances and lack of transportation, students may not be served well by a regional program.

Furthermore, the current practice of reliance upon Department initiative and regulation fails to promote the necessary level of institutional initiative and intragency cooperation.

We recommend:

1) That the Department of Higher Education, with the Council of County Colleges, coordinate regional planning and create collaborative programs to avoid unnecessary duplication of programs, services, facilities, and campuses.

2) That the Department of Higher Education, in consultation with the county community colleges, take leadership in developing an appropriate model for regionalization that would incorporate the following principles:

    a) The regional designation should be reserved for programs jointly proposed by two or more separate county college jurisdictions. Within the constraints imposed by this condition, priority should be given to cooperative efforts between the greatest number of jurisdictions.

b) Programs designated as regional according to this definition should qualify for a special funding differential in addition to the specified level of state support.

c) The county share of the costs of regional programs should be borne proportionately by participating colleges based on the number of students they enroll in the program. There should be no chargeback for such programs.

d) Institutions not part of a regional agreement should be permitted to develop their own programs according to the normal criteria used by the Department of Higher Education in the program review and approval process. Such programs should not, however, qualify for the regional designation or special funding beyond that normally provided.

3) That the Council of County Colleges and County Community College Presidents' Association establish a statewide task force, including representation from the Department of Education, county superintendents, and local schools, to develop articulation models between the colleges and local school districts.

Chapter Eleven: TRANSFER ARTICULATION

Effective articulation between sectors becomes especially important with regard to student transfer from a community college to a four-year institution of higher education. While there are numerous examples of effective articulation arrangements between county community colleges and the senior institutions, there is also evidence that the Board of Higher Education's full-faith-and-credit policy is not uniformly implemented. Some confusion exists among the state and county community college sectors with respect to transfer articulation and the meaning of the full-faith-and- credit policy. Transcript evaluation procedures and the timing of such evaluations seem inconsistent across institutions.

Articulation issues are not limited to state and county community college relationships. The fact that the Board of Higher Education's full-faith-and-credit policy applies only to the state colleges, and not to the state's public universities, has been a continuing source of concern. In response to this concern, the Board of Higher Education recently established a Transfer Advisory Board (TAB) with two broad charges: (1) to develop recommendations to the Chancellor regarding appropriate articulation policy; and (2) to make recommendations to the colleges regarding the resolution of individual transfer problems. Additionally, the Board of Higher Education authorized the Chancellor to commission a study by a panel of expert consultants to:

1) examine the transferability of credits between New Jersey institutions of higher learning, and the implementation of both negotiated articulation agreements and the full-faith-and-credit policy of the Board of Higher Education;

2) identify successful full-faith-and-credit policies and articulation processes and models from around the country;

3) make recommendations to the Chancellor concerning changes in current Board of Higher Education policy needed to improve the transfer articulation process between the state and county colleges;

4) study the question of whether there should be a full-faith-and-credit policy regarding the entrance of county college A.A. and A.S. graduates to Rutgers, The State University, and New Jersey Institute of Technology.

The Transfer Advisory Board and the separate study are important long-term measures. Nevertheless, we believe that enforcement of the existing policy is of critical importance to the consumers of educational services.

In the final analysis, while strong leadership from the Board of Higher Education, the Chancellor, and the presidents is absolutely essential, many of the recommendations will only improve transfer slightly unless there is planned, focused involvement of the faculty at both the sending and receiving institutions.

We recommend:

1) That the Board of Higher Education and the Chancellor in their public statements clearly state that smooth transfer and articulation among the sectors is a matter of highest priority.

2) That the Department of Higher Education systematically collect, publish, and disseminate data on transfer and articulation that will provide a measure of the commitment of the senior institutions to serve transfer students.

3) That the Department examine the viability of developing more uniform methods of numbering and describing courses to assist students in understanding course equivalencies among institutions.

4) That the Department of Higher Education develop a computerized articulation data bank, accessible by terminal at each campus, to allow students and guidance counselors easy access to information about other institutions of higher education.

5) That the Board of Higher Education extend the full-faith-and- credit policy to all public senior institutions and encourage participation by private colleges.

6) That the Department of Higher Education provide financial incentives for programs of faculty cooperation across sectors aimed at removing transfer barriers.

7) That the county community colleges and four-year institutions maintain close contact to assure that credits earned by transfer students are accepted and that some uniform standards for courses that are admissable for general education requirements are adhered to.

8) That the county community colleges become advocates for smooth transfer to senior institutions by their students.

9) That the county community colleges strengthen their capability to provide their students with accurate information on the transferability of all their degree programs.

Chapter Twelve: CAPITAL

Twenty years after their establishment, many county community colleges in New Jersey are in need of capital renewal. Existing facilities require major maintenance and refurbishing, and obsolete equipment must be replaced (minor capital). For those institutions who built comprehensive campuses in the 1960s, the need for new facilities is primarily limited to emerging fields such as high technology centers, cultural centers, or recreational facilities. Other institutions, who built in stages as funds became available, now need to complete their campuses, since they lack sufficient classroom space and instructional support facilities. They also need renovation and structural repair of older existing buildings.

Some institutions want to build new satellite campuses to serve all the citizens in their counties better. Two commissions have expressed long-term plans to build new campuses, and Cape May County is presently examining the need for a county community college. This may require land purchase, major construction, and site development. Overall, the state environment calls for a balance between the demand for new construction and the need for renovation and repair in order to maintain the quality of existing facilities. Priority should be given to protecting the existing investment in land and buildings at all of the county community colleges.

In 1971, a county bond act authorized the counties to issue bonds or notes not to total more than $40 million for capital projects evaluated and approved by the Board of Higher Education. The state agreed to participate in 50 percent of the debt service. Fourteen years later the funds had been exhausted and, in 1985, the $40 million limit was increased to $80 million. Each college undertook a comprehensive evaluation of its physical plant, redefined its educational master plan, and updated its facilities master plan. Based upon the information generated, needed capital projects were identified and assigned priorities according to guidelines provided by the Department of Higher Education. The colleges requested a total of $168 million ($133 million for new and $35 million for Capital Renewal and Replacement) for specific capital projects.

The preservation of existing physical plants and the provision of certain new facilities are vital to the educational quality of the county community colleges. Deferral of capital renewal and replacement project funding hastens physical plant deterioration, increases threats to safety, and adversely affects educational programs. Deferral of new project funding prevents the introduction of new, expanded, or revised educational programs to meet changing social and economic demands. Deferred capital projects have resulted in a backlog of critical facilities development. State support of the capital needs of county community colleges is meeting only a portion of the need. The $80 million capital program provides less than half of the $168 million defined need. In addition, special problems such as asbestos and PCB abatement, life safety, and provisions for the handicapped have not been adequately funded.

The ongoing problem of providing adequate capital funds to the colleges is due in part to the fact that the colleges must rely on two different public funding sources (county and state) which do not always concur on capital

matters. Each relies on the other to participate in joint funding of projects. When either fails to participate, the colleges' needs are sacrificed. At best, the system provides uncertain and periodic funding. At worst, the system may not be activated for years. A capital funding mechanism is essential for an orderly and planned flow of capital funds to meet the colleges' needs.

Priority is usually given to instructional and instructional support facilities; student services space categories such as student health centers, day care, student activities/center space, have little chance of being funded at all. At a time when the colleges are serving more women, many of whom are single mothers, child care facilities become essential. Furthermore, attractive student spaces might help retention efforts at some colleges.

Finally, the Department of Higher Education has a role to play in providing leadership and fiscal support to upgrade areas of instructional support that have statewide implications and would require major investments by the institutions. The emerging use of computers and telecommunications in the modernization and automation of libraries and learning resource centers is one example. With some few exceptions, the county colleges still use card catalogs and are lagging behind in the automation of their libraries.

On the question of residence halls, we found no sentiment for altering existing arrangements. There was, however, recognition among many that special circumstances in the case of a particular program might justify the consideration of limited student housing.

We recommend:

1) That the state consider a supplemental capital funding mechanism for county community colleges that would not require a county match. Supplemental capital funds could be reserved for high priority projects that meet statewide needs.

2) That the boards of trustees assure that facilities maintenance and repair needs are given careful consideration as college operating budgets are prepared.

3) That the Department of Higher Education revise the Facilities Planning Standards and Approval Procedures established in 1973 to move away from guidelines based on full-time equivalent day students, which do not provide an appropriate measure of space needs for part-time evening students, and revise the facilities guidelines to assign a higher priority to renovation of facilities.

4) That the Department of Higher Education and the Council of County Colleges reestablish categorical aid funds for minor capital, possibly allocated on the basis of total square footage of institutional physical plants and/or relative credit hour enrollments.

5) That the county community colleges make strategic and long-term planning a major priority towards the identification of adequate resources for equipment acquisition, upgrading and replacement.

6) That the Department of Higher Education provide technical assistance to the colleges in the development of planned maintenance management systems. The board of trustees and the president of each college should then ensure that adequate funds are budgeted to implement these plans.

7) That the state provide special funds for modifications required to existing facilities to meet the needs of handicapped students.

8) That the state provide leadership and fiscal support for the retrospective conversion of bibliographic records into machine reading form and for the development of a commonly accessed data base for all the county community colleges in the state.

9) That the county community colleges and the Department of Higher Education address the question of residence halls within the context of regionalization and make decisions on a case by case basis.

A CONCLUDING NOTE

Higher education in New Jersey is currently in a period of transition requiring adjustments to new demands placed upon its institutions by changing demographics and economic forces. The community colleges are particularly affected by these forces which have produced stress and created undue "noise." This report addresses the discordant notes we heard in the belief that their elimination will lead to the harmony necessary to achieve cooperation and higher levels of efficiency. We believe that the pursuit of excellence and access should be the measure of, and the force for, positive change.

CHARGE TO THE PANEL EXAMINING THE MAJOR EDUCATIONAL ISSUES PERTINENT TO THE FUTURE HEALTH AND VITALITY OF THE COUNTY COMMUNITY COLLEGES

The future health and vitality of higher education in New Jersey and in the county community college system is a matter of profound concern. Because of demographic and economic realities, our educational focus must shift from a phase of growth and expansion to a period of refinement, improved service, and excellence. We must prepare to confront these realities and plan for the short term and for community college education in the next century--just fourteen years away. Many tasks confront us as we plan for the future:

- We must examine the implications of a declining population of traditional, 18-year-old college-going youth; and we must prepare to serve better the growing population of black and Hispanic youth.

- We must work cooperatively with all segments of education to reduce the gap between the level of students' pre-college preparation and the skills necessary to profit from the community college experience.

- We must reduce the discouragement and disillusionment reflected in the nationwide decline in college enrollment of black students and the dramatic decline in our county community college sector.

- We must strive to assist individuals in overcoming the obstacles to entering and succeeding in our system of higher education, including the barriers of poverty, illiteracy, and limited English proficiency.

- We must work to counteract the predicted decrease in the number of adequately educated, readily employable individuals.

- We must face the challenge of educating part-time, frequent entry, frequent exit adult learners in our system of higher education.

To assist the county community colleges in preparing for these and the many other challenges ahead, the Board of Higher Education, through its Academic Affairs Committee, has charged the Chancellor of Higher Education to convene a panel of distinguished experts to examine the major educational issues pertinent to the future health and vitality of the New Jersey county community colleges and to promulgate recommendations. The panel will interact with the community college sector at large and will gather data from a variety of sources. Papers on pertinent topics will be commissioned for the panel, and the Office of Community Colleges will provide staff support to the panel. The results of the panel's deliberations and recommendations will then be submitted to the Academic Affairs Committee of the Board of Higher Education. After public hearings, the Academic Affairs Committee will present the final report and recommendations to the Board for appropriate action.

HISTORY

The study commission appointed in 1960 to investigate the need for two-year colleges in New Jersey set the framework in its final report for the establishment of comprehensive institutions designed to offer a wide variety of academic, career, and community services. Enabling legislation was passed in 1962, and the first county college opened in 1966. By 1981, when The Statewide Plan for Higher Education was formulated, there were 15 county colleges, a county coordinating agency in Union County, and a county college commission in Hudson County. The county college sector entered the 80's with more than 100,000 full-time and part-time students, and had the unique responsibility of providing access to higher education for a broad range of individuals who otherwise would be denied the opportunity to attend college. Five years after the statewide plan was formulated, the community college sector has evolved into a system that includes 17 county community colleges and two county community college commissions.

The last major review of the county community colleges in 1979 resulted in the Report of the Commission to Study the Mission, Financing, and Governance of the County Colleges. The commission made more than 50 recommendations for the future direction of the county community colleges. Some of the recommendations led to the establishment of a new funding mechanism and the inclusion of two state-appointed trustees on each county college board of trustees. Individual colleges implemented selected recommendations of the commission. Additionally, many of the recommendations were incorporated into the statewide plan. The plan recognized the unique mission of the county community colleges and reiterated their dual role in providing career and liberal arts education. The 1981 plan also called for the county community colleges to continue to provide access to higher education for all New Jersey residents.

CHARGE

Using the 1979 Report of the Commission to Study the Mission, Financing and Governance of the County Colleges State of New Jersey and the statewide plan as a foundation and background for the study, the panel should make recommendations regarding the following with due cognizance of the economic,

societal, demographic, governmental, and technological changes in the local environment within which the colleges will operate. In all of its deliberations, the panel should relate the concept of open access with the quest for quality programs and standards of excellence. Additionally, the panel should examine new funding mechanisms and governance structures which may be necessary as a result of their deliberations and recommendations. The panel should propose specific courses of action for change in the following areas as needed:

I. Mission, Service, and Society

- Review the predicted demographic changes and define the student body for the future; determine the impact the changing student body will have on the county community colleges; suggest new programs if necessary.

- Examine the critical role of the humanities and of liberal arts education in the county community colleges curriculum and make recommendations to strengthen if necessary.

- Identify how the county community colleges can have a greater impact on statewide economic development, including attracting new industry, retaining existing business and industry, enhancing productivity, and retraining workers for career adaptability when skills become obsolete.

- Examine the emerging technical fields with potential for program development and business/industrial training at the county community colleges and describe new and innovative approaches to the delivery of such programs.

- Examine the need and desirability for regionalization of high cost, specialized, low enrollment or low job market demand programs and make recommendations for regional efforts.

- Define the role of the county community colleges in New Jersey's system of higher education and recommend a balance of service to the local community and efforts toward the achievement of state goals and priorities enumerated in a variety of challenge and grant programs.

II. Resources--Financial, Human and Capital

- Recommend appropriate financial support for statewide efforts by the county community college system.

- Evaluate faculty development efforts and make recommendations for the revitalization and retraining of faculty members.

- Evaluate the need for capital renewal and replacement within the county community college sector and make recommendations for long-range facilities planning.

- Evaluate the equipment, computer support, and instructional resources available to the county community colleges and make recommendations for change as necessary.

- Assess the need for and potential impact of dormitory facilities at county community colleges and make recommendations for the addition of such facilities within the sector.

III. Access and Success

- Recommend appropriate methods to increase minority participation in the county community college system and investigate methods of insuring access by minority and other underserved populations to technology programs.

- Review the need for special services to the handicapped, learning disabled, illiterate, and limited English proficient population and make recommendations to strengthen and expand existing programs and services.

- Examine the implications of serving a growing proportion of students in need of remediation, the impact on institutional resources, and the maintenance of comprehensive programs and services; identify appropriate strategies.

- Examine the issues of retention and graduation as a measure of achievement for the county community college population and identify methods of improving retention.

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APPENDICES

APPENDIX A

BACKGROUND TO THE DEVELOPMENT OF COMMUNITY COLLEGES IN NEW JERSEY

In 1962, the New Jersey State Legislature passed the County College Act, authorizing and setting up procedures for establishing two-year colleges and committing the state to partial financial support on a formula basis of $200 per full-time-equivalent student or one-half the cost, whichever was less. Responding to this enabling legislation, boards of freeholders hastened to carry out feasibility studies and to establish institutions. By 1966, when further state legislation increased the maximum state support to $600 for each full-time-equivalent student, two-year colleges had opened in Atlantic, Cumberland, Middlesex, and Ocean counties.

Camden and Mercer counties opened colleges in 1967, and, in that year, the Higher Education Act established a separate Board of Higher Education, the Office of Chancellor of Higher Education, and the Department of Higher Education, with powers to oversee, coordinate, and plan for a state system of higher education and with responsibility for the direction of county college development. In 1967, there were 5,576 full-time and 4,824 part-time students enrolled in the county colleges.

By 1981, when the first statewide plan for higher education was promulgated, there were fifteen county colleges, a county coordinating agency in Union County, and a county college commission in Hudson County. The Statewide Plan for Higher Education of 1981 recognized the unique mission of the county community colleges and reiterated their legislated role in providing career and liberal arts education. The plan also assigned to the county colleges a continuing responsibility to provide access to higher education for all residents of New Jersey. In 1981, the county colleges enrolled 44,766 full-time and 69,114 part-time students.

In 1979, a commission appointed to study the mission, financing, and governance of the county colleges had made recommendations, some of which were addressed by individual colleges and others by legislation enacted in 1981 providing for a new state funding mechanism. The formula used for this new allocation process is based on categorical aid and differential program costs instead of the original enrollment-driven model. Another significant recommendation enacted provided for the appointment of two trustees to each college board by the Board of Higher Education.

In the mid - 1980's it is estimated that the county colleges have served more than two million residents of New Jersey since their founding and have come to enroll more than half of all students enrolled in New Jersey public colleges. There are now 17 county colleges and two county community college commissions, experiencing declining enrollments but, nevertheless, enrolling 38,446 full-time and 67,926 part-time students in Fall, 1985. Of course, aggregates do not reveal the diversity of the county colleges that is indicated by this: headcount in the smallest college was 1,082 and, in the largest, 11,021.

New Jersey has the third oldest population in the nation, due primarily to a low birth rate. Given this smaller proportion of young people, a 24 percent decline is projected in the number of high school graduates in the state between 1985 and 1995. These data suggest strongly that the community colleges will be soon serving fewer students of traditional college-going age and more older adult students in their 30s and 40s.

To expand the profile of the county college sector today, one must look beyond enrollments to data on degrees conferred, retention, faculty, academic programs, finance, and basic skills.

The numbers of associate degrees conferred have increased and then leveled off in the 80's and now number more than 9,000 annually. The number of certificates and associate degrees in the occupational programs was growing and, in the liberal arts programs, declining in 1985.

Retention data supplied by nine colleges indicate that, for first time, full-time freshmen, fall 1983 through fall 1985, the average attrition was 56.5%; the attrition of black students averaged 73.8%; and the average attrition rate for Hispanic students was 66.5%. After increasing in the early 1980's, black and Hispanic full-time enrollment in 1985 fell below the 1981 number.

In the period, 1981-1985, when total headcount declined 6.6%, the number of full-time faculty grew in the sector by one percent. The average tenured rate for the county college sector in 1985 was 78.5%, and the range among the colleges was 40.4% to 89.7%. The average salary for all ranks was $31,364, and average salaries ranged from $21,497 to $39,523.

The county colleges offer academic programs leading to diplomas, certificates, and associate degrees in applied science, and arts. As of September, 1984, seven diploma and 170 certificate programs were offered. Associate degree programs in 1986 numbered 406 across the sector.

Tuition and fees, the counties, and the state are the major sources of unrestricted revenue for the county community colleges. Under the enabling legislation of 1963, the state was committed to partial financial support on a formula basis of $200 per full-time equivalent student or one-half the cost, whichever was less. Despite an increase in the cap on per-FTE support, by the late 70's, rising costs and stabilizing enrollments necessitated a revision of the state funding mechanism for operating costs. Since 1981, the state support has been based on categorical aid and differential program costs. The current mechanism provides for a maximum contribution by the state of 43% of unrestricted revenue. As of Fiscal Year 1985-1986, sources of unrestricted revenue provided the following estimated proportional support, sectorwide: tuition and fees, 30.3%; state, 29.7%; counties, 34.7%; and other, 5.3%. In Fiscal Year 1985-1986, six of the county community colleges received more of their unrestricted revenue in state aid than in county support.

The state also provides two other categories of funding to the county colleges. The first is the Alternative Benefit Program. Under this program, the state funds 50% of the pension costs of employees who are eligible for the TIAA-CREF plan. These employees include all faculty and academic

administrators deemed eligible by the Board of Higher Education. Secondly, the state funds 50% of the annual debt service on county bonds issued for Board of Higher Education approved capital construction projects at the county colleges. Furthermore, there are state sponsored grant programs which make funds available to county colleges.

Funding under the Kean administration has continued to increase in spite of the fact that enrollments have leveled off and begun to decline. The sector has received a $19.4 million or 34.5% increase in state aid since FY1983. State funding per FTE enrollment over the same period increased by $384 or 50.9%.

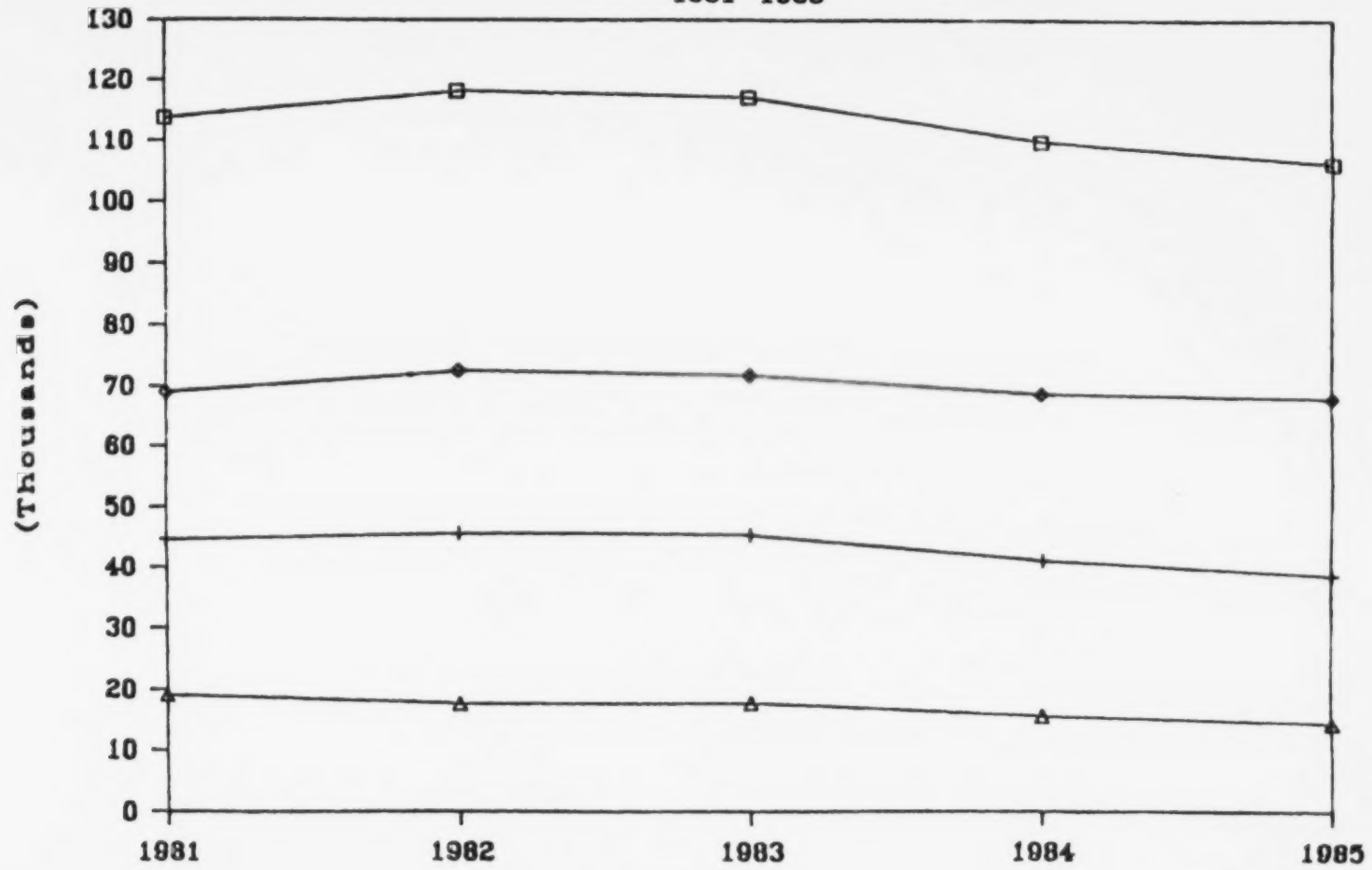
APPENDIX B

Figure 1:	N.J. Community College Enrollments
Table 1:	Growth in Cost Per FTE vs Enrollment Growth
Table 2:	Summary of Sources of Unrestricted Revenue
Table 3:	Summary of Distribution of Educational and General Expenditures
Table 4:	Total Headcount Enrollment
Table 5:	Black and Hispanic Full-Time Enrollment
Table 6:	Number of Full-Time Faculty
Figure 2:	New Jersey (SCSAs, SMSAs, counties and selected places)

FIGURE 1

N.J. COMMUNITY COLLEGE ENROLLMENTS

1981–1985



GROWTH IN COST PER FTE VS ENROLLMENT GROWTH
FY1984 - FY1986
(Fundable Only)

Table 1

	COST PER FTE			% CHANGE FY1984-FY1986	FTE'S ENROLLEMNT			% CHANGE FY1984-FY1986
	FY1984	FY1985	FY1986		FY1984	FY1985	FY1986	
Atlantic	3,465	4,104	4,918	41.9	2,772	2,669	2,544	(8.2)
Bergen	2,990	3,334	3,644	21.9	7,095	6,810	6,583	(7.2)
Brookdale	2,766	3,373	3,794	37.2	6,831	6,160	6,014	(12.0)
Burlington	3,239	3,667	3,884	19.9	3,775	3,305	3,227	(14.5)
Camden	2,502	2,757	2,958	18.2	5,080	4,780	4,643	(8.6)
Cumberland	2,790	3,345	3,631	30.1	1,441	1,302	1,285	(10.8)
Essex	3,325	3,802	4,060	22.1	5,403	4,668	4,649	(14.0)
Gloucester	2,947	3,505	4,056	37.6	2,314	2,128	1,993	(13.9)
Hudson	2,333	2,538	2,875	23.2	2,711	2,825	2,766	2.0
Mercer	2,911	3,298	3,598	23.6	5,713	5,586	5,343	(6.5)
Middlesex	2,886	3,332	3,960	37.2	7,541	6,706	6,393	(15.2)
Morris	2,975	3,268	3,773	26.8	5,877	5,610	5,217	(11.2)
Ocean	2,832	3,110	3,625	28.0	3,878	3,732	3,648	(5.9)
Passaic	4,015	4,336	5,604	39.6	1,685	1,801	1,655	(1.8)
Salem	2,920	3,497	3,978	36.2	884	778	713	(19.3)
Somerset	3,207	3,776	4,257	32.7	2,652	2,466	2,335	(12.0)
Sussex	2,782	2,943	2,885	3.7	835	848	911	9.1
Union	2,757	3,112	3,493	26.7	6,055	5,737	5,535	(5.3)
Warren	2,201	3,019	3,315	50.6	611	537	571	(6.5)

SUMMARY OF SOURCES OF UNRESTRICTED REVENUE
FY 1985 - 86
($000)

Table 2

	TUITION AND FEES	PERCENT	STATE AID	PERCENT	COUNTY SUPPORT	PERCENT	OTHER	PERCENT	TOTAL (100%)	
ATLANTIC	$ 5,165	44.6	$ 2,798	24.2	$ 3,387	29.3	216	1.9	11,566	100.0
BERGEN	8,154	31.7	7,358	28.6	9,458	36.7	770	3.0	25,740	100.0
BROOKDALE	7,366	31.9	6,607	28.7	8,330	36.1	768	3.3	23,071	100.0
BURLINGTON	3,419	26.1	3,514	26.8	5,663	43.2	513	3.9	13,109	100.0
CAMDEN	4,249	27.5	5,243	33.9	5,635	36.5	326	2.1	15,453	100.0
CUMBERLAND	1,323	28.7	1,509	32.7	1,344	29.1	436	9.5	4,612	100.0
ESSEX	4,687	24.7	5,260	27.8	8,362	44.2	627	3.3	18,936	100.0
GLOUCESTER	1,683	20.9	2,484	30.9	3,269	40.6	607	7.6	8,043	100.0
HUDSON	3,179	36.3	3,436	39.2	1,917	21.9	223	2.6	8,755	100.0
MERCER	5,623	29.0	6,113	31.5	7,000	36.1	651	3.4	19,387	100.0
MIDDLESEX	6,976	28.2	7,089	28.7	8,752	35.4	1,893	7.7	24,710	100.0
MORRIS	6,209	30.5	5,701	28.1	5,350	26.3	3,074	15.1	20,334	100.0
OCEAN	4,302	32.2	3,858	28.9	4,251	31.8	945	7.1	13,356	100.0
PASSAIC	2,366	29.3	2,298	28.5	3,320	41.1	85	1.1	8,069	100.0
SALEM	822	26.5	1,042	33.5	950	30.6	291	9.4	3,105	100.0
SOMERSET	2,868	27.9	2,826	27.5	3,482	33.9	1,097	10.7	10,273	100.0
SUSSEX	858	33.8	1,015	39.9	621	24.4	48	1.9	2,542	100.0
UNION	6,931	35.0	6,415	32.3	5,937	29.9	555	2.8	19,838	100.0
WARREN	481	21.9	720	32.8	780	35.5	214	9.8	2,195	100.0
TOTAL	$ 76,661	30.3	$ 75,236	29.7	$ 87,808	34.7	$ 13,339	5.3	$ 253,094	100.0

Table 3

SUMMARY OF DISTRIBUTION OF EDUCATIONAL AND GENERAL EXPENDITURES
FY 1985 - 86
($000)

	INSTRUCTION	%	RESEARCH	%	PUBLIC SERVICE	%	ACADEMIC SUPPORT	%	STUDENT SERVICES	%	INSTIT. SUPPORT	%	OPER. & MAINT. OF PHY. PLANT	%	SCHOLAR.	%	TOTAL (000)
ATLANTIC	$ 4,879	39.0 %	$ 0	0.0 %	$ 560	4.5 %	$ 399	3.2 %	$ 783	6.2 %	$ 4,152	33.2 %	$ 1,739	13.9 %	$ 0	0.0 %	$ 12,512
BERGEN	11,630	48.5	70	0.3	0	0.0	3,079	12.8	1,758	7.3	4,298	17.9	3,068	12.8	88	0.4	23.991
BROOKDALE	8,528	37.5	256	1.1	0	0.0	2,725	11.9	2,191	9.6	5,819	25.5	3,296	14.4	0	0.0	22.815
BURLINGTON	5,140	41.0	0	0.0	431	3.4	1,745	13.9	908	7.3	2,955	23.6	1,356	10.8	0	0.0	12.535
CAMDEN	5,844	42.6	0	0.0	556	4.0	1,277	9.3	760	5.4	2,766	20.1	2,550	18.6	0	0.0	13.783
CUMBERLAND	2,389	51.2	0	0.0	0	0.0	460	9.9	309	6.6	936	20.1	542	11.6	30	0.6	4.666
ESSEX	8,559	45.3	0	0.0	1,368	7.2	634	3.4	1,375	7.3	3,860	20.5	3,078	16.3	0	0.0	18.874
GLOUCESTER	3,707	45.9	0	0.0	0	0.0	974	12.0	980	12.1	1,481	18.3	942	11.7	0	0.0	8.088
HUDSON	2,607	32.8	0	0.0	0	0.0	1,168	14.7	495	6.2	3,536	44.4	132	1.7	16	0.2	7.954
MERCER	7,638	39.7	0	0.0	912	4.7	700	3.6	1,691	8.7	5,686	29.6	2,612	13.7	7	0.0	19.226
MIDDLESEX	12,993	51.7	0	0.0	827	3.3	752	3.0	3,145	12.5	3,512	14.0	3,887	15.5	0	0.0	25.116
MORRIS	7,972	40.5	0	0.0	1,538	7.8	948	4.8	1,734	8.8	5,331	27.1	2,162	11.0	0	0.0	19.685
OCEAN	5,821	45.3	0	0.0	0	0.0	1,759	13.7	1,000	7.8	2,297	17.8	1,965	15.3	18	0.1	12.860
PASSAIC	3,431	37.0	55	0.6	186	2.0	983	10.6	1,347	14.5	2,080	22.4	1,193	12.9	0	0.0	9.275
SALEM	939	32.4	0	0.0	0	0.0	208	7.2	322	11.1	960	33.1	407	14.1	60	2.1	2.896
SOMERSET	4,278	48.0	42	0.4	284	2.8	791	8.0	891	9.0	2,213	22.3	1,437	14.5	2	0.0	9.940
SUSSEX	2,176	82.8	0	0.0	0	0.0	68	2.6	138	5.2	239	9.1	7	0.3	0	0.0	2.628
UNION	8,938	46.2	0	0.0	440	2.2	1,492	7.7	1,909	9.9	4,287	22.2	2,279	11.8	0	0.0	19.335
WARREN	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1,893	100.0	0	0.0	0	0.0	1.893
TOTAL	$ 107,459	43.3 %	$ 423	0.2 %	$ 7,102	2.9 %	$ 20,164	8.1 %	$ 21,496	8.7 %	$ 58,300	23.5 %	$ 32,652	14.0 %	$ 220	0.1 %	$ 248,017

Table 4

TOTAL HEADCOUNT ENROLLMENT IN N.J. COMMUNITY COLLEGES
FALL 1981 THRU FALL 1986

N.J. COMMUNITY COLLEGES	1981	1982	1983	1984	1985	1986	81-86* CHANGE
SUSSEX COMM COLLEGE	-	-	-	-	-	1,776	NA
WARREN COMM COLLEGE	-	-	-	-	-	1,041	NA
HUDSON CNTY COMM COLL	2,882	3,307	3,451	3,477	3,365	3,175	10.2
ATLANTIC COMM COLL	3,591	3,591	3,985	4,019	4,164	3,949	10.0
OCEAN COUNTY COLLEGE	5,411	5,542	5,848	5,712	5,538	5,642	4.3
GLOUCESTER CNTY COLL	3,432	3,743	3,847	3,565	3,383	3,516	2.4
SOMERSET COUNTY COLL	4,767	4,885	4,870	4,626	4,663	4,734	-.7
ESSEX COUNTY COLLEGE	5,654	6,062	6,796	5,816	5,007	5,546	-1.9
UNION COUNTY COLLEGE	8,727	9,531	9,257	8,571	8,395	8,380	-4.0
BERGEN COMM COLL	11,432	11,889	12,045	11,247	11,008	10,913	-4.5
MERCER CNTY COMM COLL	9,223	10,363	9,802	9,171	8,647	8,727	-5.4
CAMDEN COUNTY COLLEGE	8,725	8,816	8,815	8,148	8,108	8,146	-6.6
CUMBERLAND CNTY COLL	2,428	2,419	2,377	2,336	2,357	2,232	-8.1
BROOKDALE COMM COLL	11,719	12,547	12,022	11,089	11,021	10,570	-9.8
BURLINGTON CNTY COLL	6,757	6,981	6,704	5,835	5,969	5,880	-13.0
MIDDLESEX CNTY COLL	12,589	12,526	12,017	11,197	10,499	10,445	-17.0
PASSAIC CNTY COMM COL	3,302	2,894	2,750	2,987	2,940	2,726	-17.4
SALEM COMM COLLEGE	1,242	1,223	1,339	1,177	1,082	1,001	-19.4
MORRIS, COUNTY COLL OF	11,999	12,012	11,287	11,000	10,226	8,851	-26.2
SECTOR TOTAL	113,880	118,331	117,212	109,973	106,372	107,250	-5.8

TABLE PRODUCED FEBRUARY 27, 1987.
SOURCE: HEGIS/IPEDS SURVEY FORMS (Ø23) ON OPENING FALL ENROLLMENT.
(ENR15CC FOCEXEC HOLD/ENR15TOT FOCEXEC/ENR15TOT PRN)

* RANKED ACCORDING TO 1981-1986 PERCENT CHANGE IN DESCENDING ORDER.

Table 5

BLACK AND HISPANIC FULL-TIME UNDERGRADUATE ENROLLMENT,
NEW JERSEY COMMUNITY COLLEGES
FALL 1981 THRU FALL 1985

N.J. COMMUNITY COLLEGES	TOTAL BLACK AND HISPANIC 1981	1982	1983	1984	1985	ABSOLUTE CHANGE 81-85	PERCENT CHANGE 81-85
Atlantic Community College	296	296	259	204	148	-148	-50.0%
Bergen Community College	354	391	456	529	488	134	37.5%
Brookdale Community College	163	237	279	244	214	51	31.3%
Burlington County College	384	387	334	261	256	-128	-33.3%
Camden County College	696	559	514	441	402	-294	-42.2%
Cumberland County College	311	300	248	233	225	- 86	-27.7%
Essex County College	2,736	3,069	3,376	2,838	2,286	-450	-16.4%
Gloucester County College	195	178	178	173	156	- 39	-20.0%
Hudson County Comm. College	1,278	1,630	1,672	1,791	1,543	265	20.7%
Mercer County Comm. College	628	656	637	558	468	-160	-25.5%
Middlesex County College	623	614	639	620	576	- 47	- 7.5%
Morris, County College of	130	112	244	145	181	51	39.2%
Ocean County College	46	26	49	64	77	31	67.4%
Passaic County Comm. College	1,390	1,285	1,129	1,058	951	-439	-31.6%
Salem Community College	177	152	131	126	109	- 68	-38.4%
Somerset County College	59	69	105	65	79	20	33.9%
Union County College *	526	742	868	907	938	412	78.3%
TOTAL COMMUNITY COLLEGES	9,992	10,703	11,118	10,257	9,097	-895	- 9.0%

SOURCE: NCES HEGIS Form #2300-2.3, Opening Fall Enrollment, 1981-1985.

* The 1981 Union County College numbers include the total from Union County Technical College.

OSISD, April 7, 1986

STATE OF NEW JERSEY
DEPARTMENT OF HIGHER EDUCATION

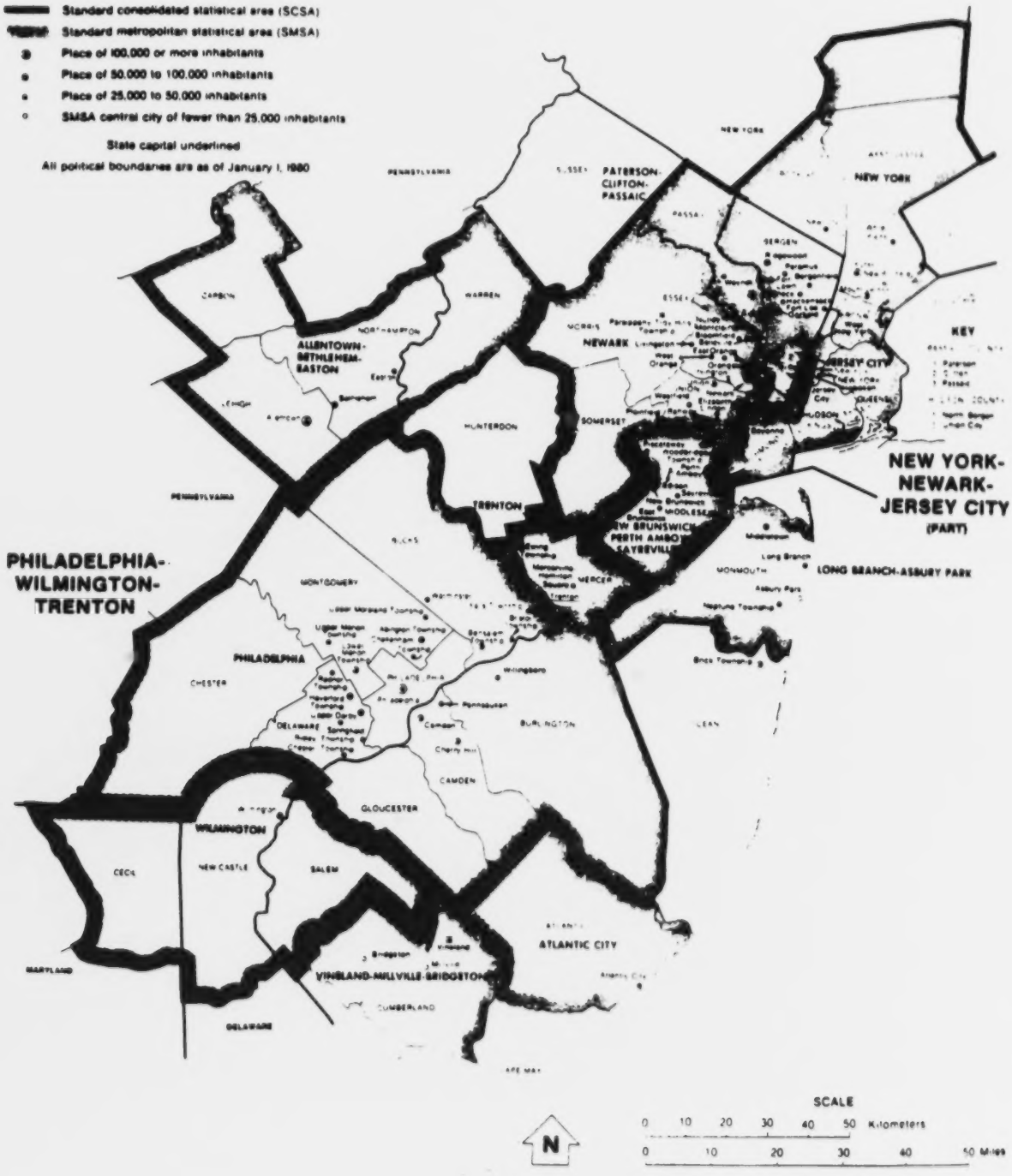
Table 6

NUMBER OF FULL-TIME FACULTY (10-MONTH + 12-MONTH) IN N.J. COMMUNITY COLLEGES
ALL RANKS COMBINED
FALL 1981 THROUGH FALL 1985

N.J. COMMUNITY COLLEGES: RANKED BY HIGHEST-TO-LOWEST PERCENT INCREASE	NUMBER OF FACULTY					CHANGE (1985 OVER 1981)	
	1981	1982	1983	1984	1985	NUMBER	PERCENT
HUDSON CNTY COMM COLLEGE*	--	13	13	24	33	20*	153.8*
UNION CNTY COLLEGE/UCTI	164	170	187	191	186	22	13.4
CAMDEN COUNTY COLLEGE	98	94	97	95	108	10	10.2
OCEAN COUNTY COLLEGE	91	95	95	94	97	6	6.6
GLOUCESTER COUNTY COLLEGE	64	66	66	68	68	4	6.3
PASSAIC CNTY COMM COLLEGE	54	58	52	54	57	3	5.6
BROOKDALE COMM COLLEGE	153	151	162	159	155	2	1.3
ATLANTIC COMM COLLEGE	85	92	88	83	86	1	1.2
SOMERSET COUNTY COLLEGE	85	84	84	84	86	1	1.2
MERCER CNTY COMM COLLEGE	125	128	126	129	125	--	--
MORRIS, COUNTY COLLEGE OF	196	197	196	199	194	-2	-1.0
BURLINGTON COUNTY COLLEGE	86	92	94	89	84	-2	-2.3
SALEM COMMUNITY COLLEGE	28	26	27	26	27	-1	-3.6
BERGEN COMMUNITY COLLEGE	190	189	187	182	182	-8	-4.2
ESSEX COUNTY COLLEGE	171	171	167	169	158	-13	-7.6
MIDDLESEX COUNTY COLLEGE	242	230	219	211	214	-28	-11.6
CUMBERLAND COUNTY COLLEGE	51	51	47	46	42	-9	-17.6
COMMUNITY COLLEGE SECTOR	1,883	1,907	1,907	1,903	1,902	19	1.0

TABLE PRODUCED APRIL 8, 1986.
SOURCE: NCES HEGIS FORM #2300-3, SALARIES AND TENURE OF FULL-TIME FACULTY, FALL 1981 THROUGH FALL 1985. (TENUSALX HOLD/TENUFAC FOCEXEC/07004)
*NOTES: THE NUMBER CHANGE AND PERCENT CHANGE FOR HUDSON WERE CALCULATED AS "1985 OVER 1982".

New Jersey
(SCSAs, SMSAs, counties and selected places)



APPENDIX C

LIST OF PAPERS PRESENTED TO THE PANEL STUDYING THE FUTURE HEALTH AND VITALITY OF THE COUNTY COMMUNITY COLLEGES IN NEW JERSEY

1) An Issue Paper Submitted to the Panel for the Study of the Future Health and Vitality of County Community Colleges in New Jersey, presented by Middlesex County College.

2) Some Major Concerns or Issues Facing the New Jersey Community Colleges presented by Somerset County College.

3) Atlantic Community College, Its Role and Its Mission: Issues for the Rest of the Century presented by Atlantic Community College.

4) Presentation by Marge Wyngaarden, Chair, Council of County Colleges, to the Department of Higher Education Panel to Study the Future Health and Vitality of the Community Colleges.

5) Major Concerns Regarding the Development of the New Jersey Community Colleges presented by Warren County Community College Commission.

6) From the Perspective of a Developing Institution in a Growing County presented by Sussex County Community College Commission.

7) The Future Health and Vitality of the New Jersey Community Colleges - Bergen Community College as a Case-in-Point: A Faculty View presented by George Cronk.

8) Position Papers on Issues Facing New Jersey Community Colleges presented by the Association of New Jersey County College Faculties.

9) Position papers presented by the County Community College Presidents' Association of New Jersey:
   a) Meeting with the Panel Addressing the Health and Vitality of the Community Colleges of New Jersey
   b) An Examination of State Funding for New Jersey County Colleges
   c) State-Community College Sector Relations
   d) Funding-Diversity
   e) Panel Study Issues
   f) Regionalization of Programs--Discussion Paper
   g) Urban Education and Minority Enrollment
   h) Draft of Rational for a Sector-Wide Data Base
   i) General Education and Certificate Programs
   j) Re-Commitment to the Comprehensive Mission
   k) New Jersey's County Community Colleges - A Perspective

10) Concerns and Recommendations to the Select Panel to Study the Future Health and Vitality of the County Community Colleges presented by County College of Morris.

11) Concerns for the Study Panel presented by Hudson County Community College.

The panelists reviewed a large number of documents, position papers and pieces of correspondence submitted to them during campus visits, some of which may have inadvertently been omitted from the above list.

12) Issues Confronting Community College Libraries: An Agenda for the Panel Examining the Major Educational Issues Pertinent to the Future Health and Vitality of the County Community Colleges presented by County College of Morris.

13) Remediation in New Jersey County Community Colleges presented by Academic Officers' Association of New Jersey County Community Colleges.

Panel members visited every college campus. The panelists reviewed a large number of documents, position papers and pieces of correspondence submitted to them directly by the colleges, and interested organizations and individuals.

APPENDIX D

Recommendations of the Commission to Study
the Mission, Financing, and Governance of the County Colleges

Excellence and the Open Door: An Essential Partnership,
March, 1979

1. The community colleges should continue to be the open door to higher education for the entire population of New Jersey.

2. Tuition at the community colleges should remain low so that it does not become a barrier to attendance.

3. County boundaries should not serve as barriers to community college attendance.

4. Community college programs and services should be made more available through satellite campuses and better public transportation.

5. The community colleges should establish entrance and progress standards for degree programs to ensure the high quality of their educational offerings.

6. The Department of Higher Education and the community colleges should develop a data collection system to ensure a core of information for program development and evaluation, and institutional planning.

7. The community colleges should retain their comprehensive mission.

8. In keeping with their comprenensive mission, the community colleges should focus on: academic transfer programs, career or occupational programs, general education, remediation and basic skills, adult and continuing education, career counseling programs, public/community service, and teaching rather than research.

9. Rutgers and the state colleges should offer only bona fide four-year occupational/technical programs.

10. Rutgers and the state colleges should seek to attract the substantial percentage of students who pursue higher education outside the state of New Jersey.

11. Rutgers and the state colleges should limit their extension programs to those lower division and non-credit courses not available through the community colleges and expand their upper division and graduate level offerings.

12. Formal inter-institutional planning councils should be established in urban areas where community colleges are located in close proximity to other publicly supported colleges and universities.

13. Full-faith-and-credit agreements should be extended to include Rutgers, the State University, and to apply to students in occupational programs.

14. The Commission endorses the long-standing role of the community colleges to offer the first two years of the baccalaureate degree program.

15. The community colleges should offer a comprehensive program of developmental courses to provide basic academic, social and/or behavioral skills to individuals needing remediation and provide systematic assessment to ensure their identification and proper placement within the program.

16. The further development of credit and non-credit occupational programs in the community colleges is a high priority; immediate attention should be given to this issue.

17. The area vocational technical schools should not develop new postsecondary programs and existing programs should be coordinated with community college offerings.

18. A single statewide body should be vested with the authority to coordinate the delivery of manpower training services in New Jersey and to allocate federal and state funds for occupational training.

19. In their county fiscal review role the freeholders should prevent duplication of manpower training programs between the community colleges and the CETA prime sponsors.

20. The community colleges should reduce barriers which discourage the enrollment of minorities and women in high technology fields through counseling, and linkages between remedial programs (especially in mathematics) and the technology programs.

21. The state should encourage the regionalization of high cost technical programs by community colleges through differential funding.

22. Faculties at each community college should undertake a reexamination of general educational requirements and offerings.

23. Career counseling services at the community colleges should be strengthened to meet the diverse needs of their students and reflect the broad range of available course offerings.

24. The community colleges should play a major role in enhancing the social, recreational, and cultural life of their communities.

25. The community colleges should assess the community service needs of their counties and provide the programs and services identified.

26. Community Colleges should continue their efforts to meet the special needs of adult students in job-related programs as well as other educational and recreational pursuits.

27. Programs of in-service training and development should be established at each community college to ensure that the skills of faculty, administration, and staff are upgraded regularly, and that the importance of personal growth and development is recognized.

GOVERNANCE

28. Appointments to community college trustee boards should reflect the diversity of expertise needed by the Board and the demographic characteristics of the college and the county in which they are located.

29. The county superintendent of schools should no longer be a mandated member of the community college trustee boards.

30. All elected government officials should be prohibited from serving as trustees.

31. No individual should be eligible to serve as a trustee at the community college where he or she is employed.

32. The president should serve as a trustee, Ex Officio, without vote.

33. The Board of Higher Education should be authorized to appoint two of the nine voting members of the trustee boards at each community college.

34. County-based search committees should be established for the purpose of nominating trustee candidates to trustee appointing authorities.

35. The legislation establishing the higher education coordinating agency and community college commission models should be revised so that the appointment procedures and composition of their trustee boards parallel those of the community colleges.

36. Final authority for planning, policy, and evaluation is the responsibility of the board of trustees, but the planning process should be open to all constituents (e.g., faculty, students, staff, administration).

37. A comprehensive statewide program of new trustee orientation and in-service training should be established to enable trustees to serve their colleges effectively.

38. A community college trustee should not be eligible to accept appointment as an employee of his or her college for a period of two years following resignation or expiration of term.

39. Community colleges, coordinating agencies for higher education, and community college commissions should be statutorily exempt from the provisions of the optional county charter act.

40. The commission endorses the exclusive right of the Board of Higher Education to intervene in the operations of a community college.

41. The Department of Higher Education should serve as a resource to the boards of school estimate in their review of community college budgets.

42. The Department of Higher Education should review the current law governing the rights of community college faculty and administrators to determine whether it should be replaced with separate legislation specific to the community college sector.

43. A review and revision of the regulations and standards for New Jersey community colleges should be undertaken.

44. The Council of County Colleges should continue to serve as an advisory body, and efforts should be made to enhance its effectiveness.

FINANCING

45. The state should categorically fund: those activities and programs imposed on the community colleges by federal and state statutes, maintenance of facilities, and other special programs of primary importance to the state.

46. State aid among the community colleges should be provided so that differences in program costs are recognized (differential funding).

47. The state finance plan for the community colleges should provide for annual funding adjustments at the same rate per FTE student at which FTE aid to other sectors is changed.

48. The state should increase its support to the community college sector over five years by a significant amount to bring its support to a level not less than 43% but within 50% of operational costs.

49. The county governments should not decrease their level of support per FTE as state aid increases.

50. Tuition at the community colleges should not exceed 25% of the average educational cost per full-time-equivalent student.

51. The current legislation governing the chargeback arrangements between counties should be revised to require reimbursement at a rate equal to the average cost of the program.

52. The state should continue its annual grant of $30 per FTE (adjusted annually) to each community college if matched by the county for the purpose of renewal and replacement of equipment, minor renovation and maintenance, and library materials.

53. The state, by statute, should permit community colleges to accumulate and maintain a reserve, within specified limits, for the purpose of capital expenditures.

54. State financial aid should be available to part-time community college students enrolled in credit courses.

55. The community college FTE calculation should be congruent with other sectors while retaining attributes unique to community college functions which are part of the present formula.

56. State aid to community colleges should continue to be provided on a quarterly basis.

ERIC Clearinghouse for
Junior Colleges
JUN 26 1987